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ABSTRACT

The findings and recommendations of five task forces, composed of members of major Latino organizations and experts in Latino affairs, are summarized in this report on the public policy needs of Hispanics. The five areas of concern covered by the task forces are statistical policy and data needs; employment ane economic well being; social services and community development; education; and civic identity and political participation. The report contains an abstract of each of the task forces' most important observations, findings, and recommendations. In general, most conclude that a dearth of data concerning the policy needs of Hispanics is seriously hampering the policy making process. Most recommend needs assessments at the community level, as a basis for priority setting and program development, and evaluative program data are called for to assure that services provided to Hispanics are effective. Too often, it is argued, distinct national origin groups are dumped together into an artificially homogeneous whole. And furthermore, even when good research is conducted, the data are not adequately analyzed or disseminated. Also, it is recommended that future research on why Hispanics are relatively more disadvantaged should focus not only on the group characteristics of Hispanics, but on institutional and contextual factors as well, and that researchers who are themselves Hispanic should be encouraged to work on research on Hispanic concerns and topics. (KH)

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public policy research and the hispanic community

recommendations from five task forces

October 25, 1984

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a report to THE FORD FOUNDATION

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Angelo Falcón
Executive Director

February 1985

Dear National Puerto Rican Policy Network Member:

I am pleased to send you this report, **Public Policy Research and the Hispanic Community: Recommendations from Five Task Forces** (October 25, 1984). It is a summary of the findings and recommendations of five task forces composed of major Latino organizations and experts in Latino affairs that met in 1982 and 1983.

These task forces and the development of this summary report were supported by The Ford Foundation to aid it and other funders in the identification of priorities of major concern to the Latino community in each of the policy areas designated. This report is a discussion paper meant for your information and does not constitute a request for proposals.

The Institute for Puerto Rican Policy has been contracted by The Ford Foundation to disseminate this and related documents to the members of the National Puerto Rican Policy Network, which the Institute sponsors. Please note, however, that the Institute's distribution of this publication does not necessarily represent our endorsement of its contents and is done for informational purposes only as a service to the Puerto Rican-Latino community.

In addition to this present summary report, full task force reports are available free of charge through the Institute for those wishing more indepth information on a particular policy area or areas. An order form is located on the inside back cover for your convenience. Please allow 4-6 weeks for delivery.

The Ford Foundation has also published a report on its Hispanic program initiatives, entitled **Hispanics: Challenges and Opportunities** (June 1984; 68 pages). For a free copy, write directly to The Ford Foundation, Office of Reports, 320 East 43rd Street, New York, NY 10017. Specify publication number 435 for the English-language edition or number 436 for the Spanish-language version.

I hope you find this report's findings and recommendations for a national Latino policy research agenda both informative and useful.

Sincerely,

Angelo Falcón

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I. INTRODUCTION

In the past few years, the Ford Foundation has received several proposals requesting funds for public policy research on issues of concern to Hispanics from a diverse group of academic, community service and advocacy organizations. Recognizing that an Hispanic policy research agenda could be useful to it and other grantmakers in considering such proposals, the Foundation decided to convene a group of counsultants* to consider the question of how to establish research priorities among Hispanic public policy concerns. These initial consultations led to the creation of an advisory committee which in turn recommended the appointment of expert task forces to identify research priorities in five areas: Statistical Policy and Data Needs; Employment and Economic Well-Being; Social Services and Community Development; Education; and Civic Identity and Political Participation.

Institutions which could provide a home base for each of the Task Forces were identified by the committee. Chairpersons were named to help select members and convene the groups, and a coordinating secretariat was established. In the selection of the Task Forces' members,** efforts were made both to draw on the broadest possible spectrum of relevant academic and professional disciplines and to include representatives of the diverse Hispanic national origin groups. Recognized Hispanic scholars and leaders of national and regional Hispanic organizations were appointed to the Task Forces in accordance with their respective interests and areas of expertise. As a result of this procedure, the Task Forces' membership included administrators, attorneys, educators and social scientists, as well as civil rights activists, and community service practitioners.

While each addressed a different content area, the Task Forces shared the same mission: assessing current research, identifying gaps and making recommendations

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* The names and affiliations of these consultants are given in Appendix A.
** The Task Forces' members, and their affiliations, are given in Appendix B.

for future actions by grantmakers and researchers. Each group devised its own methods. Some held separate consultations with other experts -- in three instances this involved the creation of sub-committees drawing on additional consultants from particular fields*** -- others commissioned background papers on subjects of particular interest.

All of the Task Forces adopted similar criteria for selecting priority topics for a research agenda. These are best exemplified by the criteria established by the Task Force on Social Services and Community Development, provided in Appendix D. Examples of the criteria utilized are: value to the Hispanic community; public policy importance; contribution to the understanding of the diversity and the commonalities among Hispanic subgroups and their regions of geographic concentration; and value in filling a serious research gap.

The Task Forces found many unmet policy research needs and generally concluded that these inadequacies seriously hamper the policymaking process. The abstracts of the Task Forces' reports which follow in the next section, summarize and highlight the most important observations, findings, and recommendations of each Task Force. Each follows the format and style that its authors chose. By necessity these summaries are brief, providing only the key points of the Task Forces' reports. Readers are encouraged to review the individual reports in their areas of interest for additional recommendations, background, and elaboration.

*** These subcommittees and consultants are given in Appendix C.

II. SUMMARY OF TASK FORCES' OBSERVATIONS AND RECOMMENDATIONS

A. TASK FORCE ON STATISTICAL POLICY AND DATA NEEDS

Over the past two decades, in response to a rising interest in the Hispanic population and a critical shortage of information about Hispanic-origin groups, some data collection agencies (notably the Bureau of the Census, the Bureau of Labor Statistics, the National Center for Education Statistics, and the National Center for Health Statistics) gradually began to include Hispanic identifiers that allowed researchers to distinguish Hispanics from other minority groups. The single most important stride in this direction was the inclusion of an item in the 1980 Census "100 percent" questionnaire (in contrast to the more detailed but coverage-limited sample instrument) to identify Hispanics and to classify them according to the major national-origin groups. However, there still remain substantial gaps limiting the extent to which policy research about specific demographic topics can be conducted. For purposes of examining the topic of this Task Force and identifying these gaps, six subcategories of inquiry were established and separate reports prepared on each. These are: Population and Housing; Employment and Discrimination; Education; Immigration; Vital and Health Statistics; and Criminal Justice. The first two are particularly related to the U.S. Census and to attendant Census policy issues. The others were examined in the light of data collection policies and efforts of other agencies such as the Bureau of Labor Statistics, the Immigration and Naturalization Service, the National Center for Education Statistics, the National Center for Health Statistics, the U.S. Justice Department and administrative units of local government.

Population and Housing

Although significant design improvements were made for the 1980 Census, certain Census policy shortcomings remain, especially with respect to Hispanic population and housing statistics. For example, technical problems with questionnaire design have produced some confusion between national origin and race

classification questions and have resulted in instances of Hispanic groups being misclassified either by race or by national group. Another problem is deficiencies in small area (such as Census tract) data on Hispanics.

Despite these deficiencies, the Census Bureau is the most extensive data source on Hispanics. Its Current Population Survey (CPS) is the major intercensal national survey studying changes in the social, economic and demographic characteristics of the general population, and is the source of the nation's monthly unemployment data. However, there exists an Hispanic undercount problem in the CPS which has yet to be corrected using the more accurate data produced in the 1980 Census. In addition, the current CPS design does not provide information to analyze internal migration. Because the Hispanic population is heterogeneous and rapidly changing, it is especially important to have some form of census data available at mid-decade. In view of the importance of the CPS as an intercensal data source and the need to redesign it to provide more accurate socioeconomic indicators for the Hispanic population, a top priority for grantmakers should be support to (1) correct the CPS undercount problem, (2) add questions on migration, and (3) then conduct a special intercensal CPS supplement on the Hispanic population in 1985 or 1986 to measure the rapid changes in the Hispanic population at mid-decade.

Another area of concern involves the lack of available detailed, published data on Hispanics for small geographic areas, i.e., less than county level. Although good profiles on Hispanics within local areas can be constructed using Census computer tapes, access by state and local users requires modern computers and substantial funds. To overcome these access problems, the Task Force recommends that funds be provided for the development of demonstration project data centers in three or four states with significant Hispanic populations.

Finally, further design improvements should be incorporated into the 1990 Census to allow for the study of the socioeconomic progress of immigrants and to

refine the disaggregation of demographic statistics according to national origin groups.

Employment and Discrimination

In explaining patterns of employment, prevailing statistical research stresses the "supply" side of the labor market, i.e., individual worker characteristics such as education and language ability rather than "demand" side factors such as employers' workforce composition, job requirements and hiring patterns. The result of this approach is an incomplete picture of the factors and processes involved in the labor market, especially of discrimination. Therefore, a more comprehensive research approach should be supported to correct this imbalance. An improved conceptual framework would recognize the relationship between the demand and supply sides of the labor market and would provide researchers an opportunity to link new studies on employers to information developed by comparable studies on workers. Such an approach also would make it possible for demographers to examine systematically the role of race and ethnicity in the labor market and the impact of discrimination.

To aid in this effort, the CPS supplement recommended above, should also gather data about the characteristics of the firms in which individuals in the sample are employed. Until these changes can be made, however, grantmakers should provide financial support for interim research into both sides of the labor market equation. Funders should also support efforts by researchers to analyze the National Longitudinal Survey of Youth, initiated in 1979, under Labor Department sponsorship, to track the labor market experiences of more than twelve thousand young persons between the ages of fourteen and twenty-one. Research should especially focus on those NLS youth cohorts for which employer data are available.

Finally, researchers are increasingly concerned with the economy of ethnic enclaves, or barrios, and their ability to provide employment and upward mobility to Hispanics. Studies on the dynamics of ethnic enclaves, their effect on employment

and their implications for labor market integration processes should also be encouraged.

Education

A critical problem facing researchers and educators is the absence of studies to explain the mix of school, student and community characteristics that determines the progress -- or lack of progress -- in educational achievement among the various Hispanic subgroups. More data are needed on educational transitions between school levels, delay in grade advancement, dropping-out and the transition from school into the labor market. Good national-level data sets on Hispanics and education are currently available to support such analyses. These include the previously mentioned National Longitudinal Survey of Youth and High School and Beyond. Sponsored by the National Center for Education Statistics (U.S. Department of Education), High School and Beyond tracks the secondary and postsecondary education experiences of a youth cohort, starting in 1980. Both studies include data on the school to work transition.

State-level educational data about schools and students also exist, but researchers confront a problem in bringing incompatible data sets from different states together with federally collected data to help answer questions concerning how individual performance depends on features of the school system and local community. Therefore, the Task Force recommends, as a major priority for education research, that a pilot project be established to test the feasibility of merging Census-based survey data with state-level administrative data. The purpose of such research must be to relate the educational experiences of Hispanics to the nature of their school curricula, the characteristics of their teachers, and their immediate environment. Pending the merger of the existing data bases, grantmakers should encourage research to identify characteristics peculiar to high school dropouts when compared to graduates, to use creative methodologies with available data to compare their labor market experiences, and to profile and compare high and low attrition rate schools.

Immigration

Data on immigration issues now being collected by the Immigration and Naturalization Service (INS) could be used by researchers for immigration policy studies to contribute to the national data base in this area. Such data are now stored temporarily and then discarded. Other data sources also could be used more effectively for immigration research. For the most part, however, reliable information on undocumented entry into the United States is virtually non-existent. One approach to filling this gap is a longitudinal demographic study of a cohort of immigrants and refugees to develop a better understanding of their population characteristics and patterns of mobility and adjustment. Information should be gathered not only on such variables as education, health care, and occupation but also on socioeconomic conditions at place of origin as well as destination.

Also of significant concern to specialists is the migration of Puerto Ricans not only to and from the Island, but also to various states on the mainland. We know very little about these patterns and their impact on the socio-economic success of Puerto Ricans. More studies also are needed to understand why mainland Puerto Ricans as a group are not achieving socio-economic progress at a rate comparable to other Hispanic subgroups. A related recommendation is that studies of the local impact of immigrants and refugees be commissioned for specific geographic areas such as Southern California, New York City, Chicago, and Miami, where Hispanic researchers already possess information on regional conditions. Such studies would enlarge our understanding of the effects of immigrants and refugees on the societies and economies in which they work.

Another area of concern is the dearth of information on widely diverging naturalization rates among resident aliens of different Hispanic origin and the factors that explain them.

Vital and Health Statistics

There are numerous problems with the policies, practices and procedures of the state and local public agencies responsible for vital records. For example, analyses of the accuracy of ethnicity reporting on birth and death certificates show that the policies and methods of the responsible agencies lead to considerable error in public statistics on Hispanics; this is especially true in the U.S.-Mexico border region. Therefore, the Task Force recommends that funders support extensive evaluations of the quality and validity of the vital records data in states with large Hispanic populations, and of the data collection methods used by local agencies.

At the national level, related problems occur in state reporting to the National Center for Health Statistics. For example, to avoid misreporting of Hispanic origin and to provide consistency across data bases, the use of the ethnic identifiers which have proven most successful -- those used by the Census Bureau -- should be required of all the states. Other inconsistencies in data collection and reporting also hamper the accuracy and usefulness of national data on Hispanic health and vital statistics. Therefore, the Task Force recommends research illustrating the importance of reporting Hispanic ethnicity on all vital statistics records and research to demonstrate ways of improving the accuracy of reporting.

Though experts acknowledge that the availability of Hispanic health statistics has considerably improved in recent years, problems still occur in the timely dissemination and accessibility of such data to state and local groups. National surveys which have collected Hispanic data do not publish as frequently or as extensively as is the case for black and white populations. Now, however, a major study sponsored by the Public Health Service is underway. Known as the Hispanic Health and Nutrition Examination Survey (Hispanic HANES), this $28 million study will be completed by 1986 and will develop a data base on a sample of the Hispanic population with respect to illness, disability, health care needs, nutritional status and other health profile factors according to national origin.

Its methodology, unfortunately, does not distinguish immigrants or undocumented residents. Moreover, its approach is that of a one-time "snapshot" sampling, and its sponsors have announced no plans for data dissemination or follow up research. Therefore, the Task Force recommends that efforts be made to develop a research agenda and dissemination plan based on the results of the study. We further recommend that grantmakers support a national conference of Hispanic health researchers expressly for this purpose. In addition, to ensure future improvements in the accuracy of Hispanic health statistics, we recommend that grantmakers support the establishment of a national clearinghouse on such statistics as well as the creation of binational U.S.-Mexico Border Health Initiative to deal with similar concerns affecting the transborder population.

Criminal Justice

To date, social policies suggested by criminologists have not significantly reduced the burden of crime in Hispanic communities. This "burden of crime" is readily apparent in both high rates of criminal victimization and the disproportionate number of Hispanics (especially Hispanic youths) caught in the criminal justice system. As a result, Hispanic leaders have called for greater Hispanic participation in criminal justice policymaking.

Another aspect of this problem is the need for improved collection, analysis, and distribution of data and information on Hispanics and criminal justice. Existing data are inadequate for basic research or policymaking, and historical data are all but non-existent. Funders could play an important role in at least three significant ways: (1) by supporting Hispanic efforts to keep abreast of information on Hispanics and criminal justice; (2) by funding several regional clearinghouses for the retrieval, cataloguing and dissemination of information; and (3) by supporting research responsive to the identified needs of the Hispanic community with regard to criminal justice. The specific primary recommendation of the Task Force is that funders support the creation of several regional

clearinghouses to collect, manage and catalogue such data and other materials (newspapers, pamphlets, etc.) on Hispanics and criminal justice. A secondary recommendation is a series of ethnographic community studies on crime and criminal justice activities in the barrio. Such research could help to unravel and explain the complex interconnections among race, ethnicity, crime and barrio life.

B. TASK FORCE ON EMPLOYMENT AND ECONOMIC WELL-BEING

The Task Force's purpose was to consider the role of the Hispanic worker in the United States and to develop a research agenda addressing key gaps in available research on Hispanics in the labor market. The deliberations of the Task Force emphasized the need to develop a research and policy agenda which would integrate macro-level factors, such as the changing occupational structure of the United States, with micro-level factors, such as individual achievement. Indeed, the overarching framework which emerged from the deliberations of the Task Force and its various subcommittees was the major restructuring of the U.S. economy and its implications for Hispanic workers. This restructuring process has been referred to by some as the shift from a smokestack economy to a "high tech," or information, economy.

The patterns that characterize the "new economy" include the expansion of the service sector, especially "advanced" services such as finance, management and other technical services; the growth of high tech research and production centers; a decline in traditional manufacturing sectors; the internationalization of the economy, with production increasingly occurring outside U.S. borders; the expansion of high-income professional, technical and managerial occupations; and, at the same time, a dramatic increase in low-wage jobs.

The primary impact of these changes, for Hispanics, is that labor demand is polarizing into two divergent trends. First is the pronounced expansion in the supply of high-income professional and technical jobs associated with the growth of

advanced services and headquarters complexes in places such as New York and Los Angeles and in major regional commercial centers. Second, there has been a pronounced expansion of low-wage jobs associated with the recomposition of industry, an outcome of a) the technological transformation of the work process which has, besides upgrading, also downgraded a vast array of jobs through the transfer of skills into machines, and b) changes in the industrial mix, notably the decline of older, established manufacturing industries and the rise of high tech industries.

The obvious implication of these trends is that Hispanic workers must be prepared for the changing employment structure of the emerging economy. It is possible to document a long-term structural problem by which Hispanics have been left behind during major changes in the economic structure of the United States. For example, Hispanic agricultural workers were displaced by the mechanization of agriculture, moved late into the industrial structure, and then occupied the lower ends of the occupational strata. If Hispanic workers are not to be left behind once again, then significant efforts must be made to increase their participation throughout the emerging occupational structure. Such efforts clearly involve the appropriate orientation of job training programs, small business development, and labor organization.

At the same time, however, it must be recognized that the emerging growth sectors, as yet, represent a relatively small proportion of all jobs, and that the magnitude of their future role in the U.S. economy is not clear. The overwhelming majority of jobs are not in the new growth sectors and the issues for Hispanics remain the same as always: their relatively high unemployment rate, especially among Hispanic youths; their undereducation and lack of appropriate job skills; and their concentration at the lower ends of the occupational strata, where mobility is limited or nonexistent.

Recommendation I: That the research suggested by the Task Force on Employment and Economic Well-Being be conducted at all the appropriate sub-ethnic, regional, migration status, and industry levels to ensure the identification of relevant employment issues, problems, and solutions.

A great deal of research is needed regarding the present Hispanic labor force. All such research should analyze the major ethnic subgroups (i.e., Mexican-origin, Puerto Rican-origin, etc.) separately. Historically, each ethnic subgroup has had distinct patterns of occupational entry, concentration and mobility. Such research should also be conducted at appropriate regional and industry levels to ferret out patterns hidden within national statistics. Still another significant level of analysis is to compare the occupational strata of native-born, long-term resident and immigrant Hispanics. These categories may also be linked through appropriate intergenerational studies.

Recommendation II: An immediate funding effort to encourage international studies of labor flows from Latin America and Mexico to the United States and the impact of immigrant workers on the employment of native-born Hispanics, long-term Hispanic residents of the United States and non-Hispanic workers.

The present patterns of growth and decline have significant implications for the status of Hispanics in the U.S. economy during this decade. One of the most controversial of these has to do with immigrant labor. It is important for policy purposes to recognize that immigrants are filling low-wage jobs primarily created by economic growth, rather than by economic decline. It is a misconception that low-wage jobs are primarily generated in declining sectors and that immigrants mostly provide labor for these sectors, which, in the absence of cheap labor, would not survive. It is the expansion of low-wage jobs generated by major growth sectors that is a key factor in the continuation of the current immigration at ever higher levels.

This fact raises two major questions for policy and research. First, what is the link between the changing international economic and social conditions in Mexico and Latin America and the nature and magnitude of immigration flows? Second, what impact do immigrant flows have on the domestic economy and on employment

opportunities for domestic workers? Presently, too little is known about the direct and indirect displacement of present workers or job-seeking Hispanics with equivalent job skill levels by new immigrants.

Recommendation III: As the future U.S. economy comes to depend upon low-wage Hispanic labor, the improvement of their economic condition will focus upon efforts to organize this sector of the labor force. A major funding effort is requested to analyze the relationship of organized labor to Hispanic workers.

Presently, the vast majority of Hispanic workers are still in the lower levels of the occupational spectrum. As indicated above, a few of the more fortunate, better-trained Hispanics will have multiple occupational opportunities in the near future. Most Hispanic workers will continue to seek jobs in the ever-growing service sector. While these jobs have limited mobility, are repetitive, and of an assembly nature, they represent countless opportunities for Hispanics to gain some degree of economic stability. Wages, however, will probably remain level or show little increase over time due to international competition from other low-wage countries. Non-wage benefits, however, gained through collective bargaining, could serve to improve the status of Hispanic workers. Thus, organizing workers, particularly those in major growth areas, becomes a crucial element to improving the economic well-being of Hispanic workers. Hispanic workers' past experiences with organized labor and the changing role of organized labor require empirical attention. Studies are needed to understand the role of unions in the areas where Hispanics are concentrated.

Recommendation IV: The restructuring of the economy appears to imply some reorientation of job training programs from old growth sectors to producer services and high-tech sectors as well as certain kinds of service sector occupations. New Job Training Partnership Act (JTPA) programs should be analyzed for their abilities to provide regionally-oriented training and employment opportunities for Hispanics in all sectors.

The replacement of the Comprehensive Employment and Training Act (CETA) by the Jobs Training Partnerships Act (JTPA) is of major concern to Hispanics because

of the important training and placement opportunities that federally sponsored employment and training programs have represented to Hispanics in recent times. However, studies on the impact of such programs on Hispanics are lacking. Therefore, the Task Force recommends that funders support research on the results of JTPA with respect to Hispanic workers.

Recommendation V: Programs to encourage research on the relation of Hispanic small business to community development should be given priority in research and policy development.

The future role of Hispanic small business development should be viewed in terms of the changing status of the Hispanic labor force, the emerging economy and job development. Hispanic small businesses are emphasized here as one of several stabilizing factors which are capable of creating jobs, providing economic opportunities, developing community leadership and enhancing the development of the community.

Small businesses are perhaps best able to provide transitional work opportunities for Hispanics. While most small businesses have limited promotion and mobility possibilities, even short-term employment can provide new workers with meaningful work experiences, new skills, and act as a point of departure for other employment opportunities. Several observers have noted that Hispanic small businesses usually employ other Hispanics. This role, along with the growth of the economic base provided by small businesses for community development, has been overlooked by researchers.

Recommendation VI: Funding should be provided to encourage research and the development of a theoretical framework to analyze how macro- and micro-dimensions of the labor market differentially structure employment outcomes.

The barriers to employment for Hispanics must be understood within the context of education, immigration history, ethnicity, job training, employer biases, and unionization -- all ultimately structured by, and inseparable from, the

industrial, locational and occupational patterns that are part of the emerging economy. Past research has provided an understanding regarding the individual (human capital) factors related to employment outcomes. Studies are now needed which link individual factors to job recruitment, employer biases and discrimination, and within-firm interactions which enhance or inhibit employment, placement, and promotion.

Recommendation VII: To assist in the development of a broader perspective on Hispanic employment issues, this Task Force recommends the formation of a Policy Group on Hispanic Employment and Economic Well-Being.

The well-being and economic status of Hispanics is inseparable from the large and complex changes taking place in the U.S. economy. Hispanic advances in socioeconomic status will depend in part upon micro-level factors such as personal incentives, creation of opportunities, and matching of ability to job requirements. Improvement in the well-being and economic status of Hispanics, however, will also require a broad perspective on individual achievement within the context of the changing economy. To assist in the development of that broad perspective, a Policy Group should be created having three purposes:

1) To prepare reports which focus on the consequences of the changing economy for Hispanic workers.

2) To serve as an information source on Hispanic concerns for funding agencies, departments of the federal government, congressional appropriations committees, and program agency heads.

3) To serve as a communication link between the federal government and Hispanic groups.

C. TASK FORCE ON SOCIAL SERVICES AND COMMUNITY DEVELOPMENT

The substantive scope of this Task Force was broad, and covered four topic areas including community development, income security, community services, and health and mental health. The Task Force assigned itself three major purposes:

- To develop an Hispanic research and policy analysis agenda in Social Services and Community Development, specifying the relative priority of recommended studies and analyses;
- To identify networking models for research partnerships among national Hispanic organizations, community-based organizations, and research units within universities;
- To recommend procedures to the Ford Foundation and other funders to encourage and provide support for research networks, and to assure that Hispanic-focused research has practical value for Hispanic community-based organizations.

Priorities

Community development was selected by the Task Force as its highest-priority topic area. It includes a wide range of issues and activities, such as planning and land use, housing, business and industrial development, infra-structure, public facilities, and transportation. Together, these components determine, to a large extent, the physical environment in which Hispanics live, what jobs will be available and where they will be located. Thus, community development and revitalization have a tremendous impact on the lives of Hispanics. Yet, there has been very little field-based research on community development issues. For example, too little is known about the obstacles to Hispanic business ownership, the factors which impede Hispanic community development organizations in their efforts at community revitalization, and the possible effects of full Hispanic participation on local development efforts. For officials who wish to assure strong Hispanic community involvement in development projects, few tested models exist. Approaches which have worked in one community tend not to be documented and disseminated, so they do not become known to other communities with similar needs and concerns. The

public agencies which carry out research in this topic area -- such as the Minority Business Development Agency, the Department of Housing and Urban Development, and the Economic Development Administration -- have given minimal attention to Hispanic-focused research.

As Hispanics gain increasing political and economic influence, there appears to be, in some communities, a growing interest in assuring Hispanic involvement in community development decisions. Even with such good will, however, the lack of research makes it difficult to provide sound advice to policymakers who want to know how best to accomplish this participation. Thus, research is badly needed as a basis for action to improve Hispanic participation in community development activities at the local level, and to encourage the adoption of community development policies beneficial to Hispanics at the local, state, and national levels.

In summary, then, community development was selected as the top-priority subject area by the Task Force because of the tremendous research gaps in this area, and the great potential value of such research for Hispanics.

Income Security was the second-ranked major topic area, primarily because very little research has been carried out concerning Hispanics and income security programs. Some client data bases for entitlement programs do not use an Hispanic identifier in collecting such data, and an Hispanic subgroup identifier is even less common. It is widely believed that Hispanics are less likely than other population groups to request and receive assistance under both cash and in-kind benefits programs, but there has been very little formal research on this question. There is considerable controversy, but too little hard data, concerning the extent to which undocumented aliens both contribute to and benefit from income assistance programs such as Social Security, unemployment compensation, and various forms of public assistance. While national studies on income security issues can sometimes be very costly, local or area studies could be carried out at far less cost, and could be

most helpful to local officials and community-based groups in their planning and programming decisions.

Community Services was the third-ranked general topic area, with Health and Mental Health ranked fourth, but just slightly lower, by the Task Force members. Community Services is an extremely wide-ranging topic area as defined by the Task Force, including social services, municipal services, criminal justice services, and media and information services. Health and Mental Health was defined by the Task Force to include substance abuse, domestic violence, counseling services related to health and mental health issues, as well as public and environmental health, health care and health maintenance.

While major research gaps exist in all four topic areas, research in the social services, mental health, and substance abuse areas has been somewhat more extensive than in the others, probably because of somewhat greater federal funding and encouragement for such research. For example, the National Institute on Mental Health (NIMH) has for some years supported research and evaluation of minority-oriented treatment programs, as have the National Institute on Drug Abuse (NIDA) and the National Institute on Alcohol Abuse and Alcoholism (NIAAA). There is, however, a perceived need for additional local studies in both Community Services and Health and Mental Health topic areas, primarily to identify service needs and to document promising service models. Health status and health care delivery issues, on the other hand, remain severely under-researched. The proposed Hispanic HANES Study, described earlier, is an attempt to begin to address this research gap.

Across all four major topic areas, there should be a strong focus on research which, while adding to the body of knowledge in a particular field, will also have immediate practical application. Both within the Task Force and among the participants in its field meetings held in California, Texas, Michigan, Illinois, and Florida, representatives of community-based groups and other service and

development groups stressed a need for "applied" research. Of special interest are the following:

- Research which documents promising project models for use in Hispanic communities or with Hispanic populations;
- Analyses of community needs and problems, not only to provide the information base for local planning, but also to provide methodological models for needs assessments which can be replicated in other locations;
- Specific analyses of Hispanics' status with regard to various problems and programs, from health, substance abuse, and juvenile delinquency, to access to public transportation;
- Studies of Hispanic participation rates and outcomes for various types of service programs; this includes evaluation of outcomes of traditional service programs not designed specifically to meet Hispanic needs; and
- Policy analyses of proposed and existing programs or policies with significant impact on Hispanics, such as block grants and the New Federalism, proposed immigration legislation, and "workfare."

Area Studies

In carrying out community development research, the Task Force recommends that top priority be placed on "area studies," research which combines national-level analysis with a series of local or regional case studies. All the case studies should be carried out using the same basic methodology, and generate information valuable for decision-making and program action at the local level. In addition, cross-site comparisons should be carried out to identify similarities and differences in conditions, needs, program models, and resources in various geographic areas and among various Hispanic subgroups. To provide an overall national perspective, national data bases such as the Census should be tapped where appropriate data are available. Thus, area studies would meet local as well as national research needs, and would be helpful in identifying successful program models and in identifying those factors affecting Hispanic participation and success in the community development process.

An example of an area study is provided in the following illustration:

> An analysis of factors affecting Hispanic involvement in local economic and community development planning and decision-making, focusing on use of funds obtained through the Community Development Block Grant (CDBG) and Urban Development Action Grant (UDAG) programs, the two major federally-funded community development programs. The study would address such questions as how the locality determines which neighborhoods will receive funding under CDBG and UDAG; the extent of Hispanic involvement in their planning and in the development and adoption of specific projects; the size of the local Hispanic population and the relative need for CDBG and UDAG resources in Hispanic and non-Hispanic neighborhoods based on population and poverty measures; actual monies spent in the various neighborhoods as compared with demonstrable need; types of projects funded for the downtown area and their benefits for Hispanics; and use of Hispanic contractors, including community-based development groups and individual entrepreneurs. Standardized procedures would be established for estimating needs and measuring benefits. The local data would be compared across sites, and with national data available from the Department of Housing and Urban Development, and from other pertinent studies. Cities selected as area study sites might include Philadelphia, Chicago, Miami, Phoenix, and San Antonio, providing a geographic and subgroup mix of cities where Hispanics are a sizeable population. The study would generate both a national analysis and case study reports, with case studies including documentation of effective models for Hispanic participation in CDBG and UDAG.

Networking Models

An extremely significant problem is the lack of involvement of Hispanic community-based organizations in research. Unlike blacks, Hispanics lack an established system of educational institutions which they control, and most Hispanic service and advocacy organizations are relatively young. Because of the fledgling status of many Hispanic institutions, they tend to be overlooked as potential research entities. Moreover, research opportunities are lost through the lack of consistent cooperation between Hispanic researchers within research and educational institutions and Hispanics within national and community-based organizations. Traditional researchers too often do not adequately consider questions of policy

relevance, timeliness, or other aspects of utility. Too often, research is assumed to mean only highly structured, quantitative data collection, in surveys using closed-ended, pre-coded questionnaires. The value of ethnographic and case study data -- of critical importance in preliminary research, needs assessment, and program evaluation research -- is often overlooked or not given credibility by the research community. Questions of accountability may be raised where research on the community is conducted without community control or substantive involvement. Staff of community-based groups can provide accountability and help frame practical research questions, but often lack the technical skills to design sound, practical research which can meet their own needs. As a result, much of the Hispanic-focused research which is conducted has limited policy or program relevance, and community-based groups and policymakers suffer from a lack of such research. As a means of overcoming these problems, and to help meet the research needs of Hispanic community-based service and economic development organizations, the Task Force recommends the development and encouragement of research networks linking practitioners and researchers. Such networks may be entirely local, involving community-based organizations and research entities such as Hispanic research centers within universities, or may be national/regional/local, including a national or regional Hispanic organization, or research organization, as well as local ones.

The Task Force strongly urges action by funders to encourage the development and growth of such networks, and to assure that Hispanic community-based organizations are provided with the training and technical assistance needed to participate as active partners in Hispanic-focused research relevant to their communities and their missions.

Reporting, Dissemination and Utilization of Research Results

One of the major obstacles to the development of policies and programs responsive to Hispanic needs is the lack of access to Hispanic-oriented research. Part of the problem is that many research gaps exist, particularly in fields such as

Community Development. Another aspect of the problem, however, is that research which is carried out often does not become known to other researchers or to practitioners who could use the results. Several factors contribute to this problem, and thus must be addressed in its solution. They include: the tendency of service agencies not to adequately assess, document, or publicize programs which effectively serve Hispanics; the tendency of researchers to report their results primarily in academic and technical publications, which are not readily comprehensible to or read by practitioners; the lack of media coverage of the results of Hispanic research; and the frequent failure of researchers to examine the policy implications of research findings or, if they do, to present such policy analyses in formats which are accessible to policymakers.

Funders can contribute to improved reporting, dissemination, and utilization of research results in several ways:

> By supporting specific efforts to improve reporting and dissemination of findings of Hispanic-oriented research, so that they reach practitioners, policymakers, Hispanic communities, and the broader American public, as well as the research and academic community.
>
> By supporting specific systems to disseminate research results to practitioners and policymakers, such as newsletters and conferences.
>
> By increasing practitioner access to available research, through establishment of one or more Hispanic research clearinghouses which emphasize providing information to practitioners. A recurrent theme of the Task Force's field meetings was the need for a central source of Hispanic data and research findings.

D. TASK FORCE ON EDUCATION

If our nation is truly "at risk" due to declining quality of education, as recent commissions have concluded, then majority America is confronting a situation minority parents have historically encountered in schooling for their children. Disenfranchisement and marginalization incontestably characterize Hispanic education

in the U.S., and evidence is mounting which suggests an overall deterioration of this condition. For example, available data establish that Hispanic children were more segregated in the public schools in 1980 than in 1970, and reveal that more than two-thirds of all Hispanic students attend schools in which fifty percent of the enrollment is minority. Scholars are convinced that a consequence of such segregation is poor academic achievement.

The pronounced high school attrition rate for Hispanic students is another cause for concern among Hispanics. Hispanic students are less likely than their counterparts to complete high school or to graduate with their age group. Attrition rate data show that only thirty-four percent of Mexican Americans at or above the age of twenty-five held high school diplomas compared to sixty-seven percent for non-Hispanics in the same age group.

In the area of language ability, most programs for limited English proficient students remain inadequate in most states, both in diagnosing linguistic competence and in providing bilingual instruction and personnel. Diagnostic tests, for example, are often used inappropriately. Fewer than half of those students diagnosed as "limited English proficient" are receiving bilingual instruction services. Furthermore, there are few Hispanic or bilingual teachers in schools serving Hispanic children.

The problems facing Hispanics in higher education are similar to those encountered at lower levels. At the postsecondary level, issues of limited access and high attrition disproportionately affect Hispanic students. Hispanic enrollment in institutions of higher learning has not shown the growth that policymakers and scholars anticipated from the various affirmative action programs of government and private institutions to increase minority student enrollments. The relatively few Hispanic postsecondary students are disproportionately concentrated in a small number of institutions. For example, 51 colleges account for 43 percent of all U.S. Hispanic students (including Puerto Rico). Thus, Hispanic students are enrolled in

fewer than two percent of the more than three thousand American colleges and universities. Contributing to this marginalization is the lack of a network of historically Hispanic institutions.

There is also a need to develop Hispanic educational leaders. However, the lack of Hispanic access to higher education serves as an impediment to the emergence of these leaders. Only 1.4 percent of all faculty (and 1.1 percent of all tenured professors) are Hispanics. And, because many Hispanic professionals in higher education are engaged in special assignment or affirmative action capacities, few are positioned to move into key policymaking roles.

Efforts to address questions of Hispanic participation and success as students, faculty and administrators in education are hampered by the larger problem of a general lack of demographic and statistical data to characterize fully the status of Hispanics in this area. Although Hispanic researchers are taking a lead role in addressing this gap, the resources to support this effort remain meager, and the under-representation of Hispanics in educational research continues to hamper progress in this area.

The serious conditions discussed above indicate the urgency of new responses. The recommendations which follow are provided as a step to identify and acknowledge the severity of the crisis.

Of highest priority is research into the root causes of the elevated drop-out rates of Hispanic students. Funders should support reanalysis of existing data, new surveys, and case studies of school conditions which may contribute to this phenomenon. Investigations into the social influences involved in dropping-out, including surveys of youths, should be treated as priorities for funding.

Research into bilingual education and its relationship to Hispanic achievement is also recommended as a priority area. Studies are needed which would generate a more precise understanding of the processes involved in second language acquisition. Because of the diverse practices labelled as "bilingual education,"

there is little agreement regarding the effectiveness of these various programs. To address this problem, research attention should be paid to developing testing and evaluation criteria that accurately measure achievement of Hispanic children and the success of bilingual programs. Also, the Task Force recommends that grantmakers support research which would elaborate on the distinctions between the important pedagogical merits of bilingual education and the social and political arguments which have confused the public debate over bilingual education.

Although Hispanic college students constitute only 3.8 percent of the nation's undergraduates, they are the professional future of the Hispanic community. Therefore, research into the individual and group characteristics of Hispanic college students and their postsecondary experience is also recommended. Information from such studies would help educators and researchers understand why many Hispanic students are under-represented in postsecondary educational institutions. Special problems also exist for Hispanic students attempting the transition from community colleges to senior colleges or universities. Studies in this area would shed light on these problems and lead to a better understanding of the numerous transition problems which students experience at this level.

There is a considerable lack of data on the career patterns of Hispanic educators and therefore the basis for informed policies for promoting greater Hispanic participation as professionals in higher education institutions is not available. To help remedy this gap, funders should support research to develop profiles on Hispanic academics, with an emphasis on such factors as work patterns and social backgrounds. Information gleaned from such studies would help fashion program actions to increase the number of Hispanics in faculty and administrative positions in higher education.

In addressing these and other educational concerns particular to academic performance, grantmakers should adopt approaches which examine both institutional level and student-specific factors. Thus, inquiries into Hispanic education issues

would include school characteristics such as expenditure levels, and student characteristics drawn from psychological, anthropological and historical profiles. Such approaches would help researchers cast a clearer picture of the factors which determine the present educational situation of Hispanics.

Given the urgency of these problems, in addition to the research agenda recommended above, grantmakers should also consider supporting specific program actions to help meet the needs indicated in the suggested research areas. This would include support for programs addressing the high drop-out rates, bilingual education and academic achievement, as well as projects to build a cadre of Hispanic educators, researchers and administrators and to strengthen the Hispanic institutions and service support networks which serve these professionals. Programs promoting the advancement of migrant and low-income children and their families should also be viewed as priority funding areas by grantmakers.

E. TASK FORCE ON CIVIC IDENTITY AND POLITICAL PARTICIPATION

These principles guided the work of the Task Force and served as the cornerstone of its agenda:

> First, research on Latino civic identity and political participation should recognize the diversity of nationality groups within the Latino population and the diversity within the nationality groups. While there exist common experiences, orientations, and behaviors, which mark the distinctiveness of Latinos across nationality groups from others in this country, there are a variety of factors which distinguish differences both between and within Latino nationality groups. Research designs must develop approaches, strategies and models sensitive to such diversity.
>
> Second, research on Latino civic identity and political participation should ultimately contribute to the empowerment of Latinos to fully exercise their political will. This means that research resulting from this process cannot be simply an academic exercise, but must contribute to an understanding of the dynamic nature of Latinos' psychopolitical orientations and political participation and, ultimately, of the variety of factors associated with limited participation in civic/governmental decision-making at all levels.

> Third, Latino researchers and policy analysts should be centrally involved in any research on Latino civic identity and political participation. The complexity of the Latino political experience, and the diversity of the Latino peoples calls for researchers knowledgeable about such dynamics. The desire and ability of Latinos to redefine central concepts in civic identity and political participation and to reframe long established areas of political science within a context suited to the Latino experience(s), suggest their appropriateness for this research. We recognize that technically competent researchers come from all ethnic and racial backgrounds. The additional dimension brought to the task by Latino researchers, however, makes them particularly well suited to undertake this work.

For the Task Force, the topic of Civic Identity and Political Participation embraces the questions of an individual's sense of self within the civic and political sphere, participation in community and organizational activities which, at some level, affect political ideology and behavior, and participation and influence in public institutions, political activities and especially the electoral process. In the early deliberations of the Task Force, consensus was reached on the fact that there is a severe dearth of adequate baseline data essential for understanding the political world of Latinos and which could serve as the basis for further research. The Task Force does not see consolidation of baseline data as a research activity, per se, but recognizes the need to include it in the research agenda because it is essential for further basic and applied research.

A National Latino Political Data Bank

The most promising way to fill the need for baseline data would be the creation of an effort to gather, maintain and disseminate the needed information. Therefore, the Task Force recommends that a "National Latino Political Data Bank" be created, gradually expanded, and permanently maintained. This facility could ensure uniform, high quality standards for data collection, management and dissemination while also maximizing the participation of Hispanics in its implementation.

The creation and management of the Data Bank should be undertaken by a consortium of a diverse group of Hispanic-oriented research centers, individual

researchers not affiliated with centers, and non-university organizations involved in activities requiring the use of political data of the type that would be kept in the Data Bank. The suggested Data Bank should in its fully developed and implemented form maintain data on:

1) Latino electoral activity, including fully compatible and integrated information at the following levels:

a) Basic demographic information on Latino population characteristics and information relevant to the study of political access and participation, categorized by political jurisdiction and geo-political entity;

b) For all jurisdictions with significant Latino populations, information regarding registration and voting turnouts, voting results, and related information, down to the precinct level;

c) For the same jurisdictions, information on structural characteristics of elections and governance, including the process for registration, nomination, voting, and the method and type of election system;

d) For the same jurisdictions, basic information on elected and appointed officials, and if these are Latinos, detailed background information on them.

2) Latino communal/organizational activity, in order to survey systematically and identify the parameters of such activity:

Basic information is needed on the kind of communal activity undertaken in Latino communities. Broadly defined, such activity would encompass formal, highly structured as well as less formally defined organizations; national level groups, as well as grass-root, local endeavors. Basic data would include names of organizations and groups, their goals, purposes, membership, location, etc.

The Task Force recognizes that the collection and systematic storage of these data are complex and costly. The level and detail of coverage can greatly affect the complexity and expense. However, the difficulty and cost can be greatly reduced if systematic procedures are established and adopted by a wide network of collaborators. We are not suggesting that this Data Bank can be established immediately. We recommend, however, that the first steps be taken. We further

recommend careful review in each planning stage by various individuals so that the data to be collected are maximally useful.

As mentioned above, the establishment of the Data Bank would be a preliminary effort toward addressing the larger research needs in the area of civic identity and political participation. This step should be viewed as part of the first phase of an overall effort to develop a comprehensive research approach for this topic. The recommended first phase also includes research on other priority subjects, while a second phase would consist of suggestions for a long-term research agenda.

Additional Phase I Research Priorities

The following are selections from an extensive set of recommendations developed for inclusion in an agenda on immediate research priorities:

Research on the effect of ethnicity on Latinos' political attachment, behavior and involvement with the political system.

The scope of this research topic encompasses: a) the definition and operationalization of ethnicity for Latinos; b) Latino political attachment (i.e., psychological orientations toward political values, institutions, actors and activities) to the various components of the political system; and, c) Latino political behavior and the relative influence of ethnicity and psychological orientation.

Research defining the characteristics of election structures and the impact of such structures on facilitating or inhibiting political participation.

Election structures can present significant obstacles to participation in the political process. Primary among these structures are the methods of election, most frequently at-large and single member district election systems, and laws governing registration. Critical question about the impact of such structures on the levels of participation in the electoral process remain to be answered. Among these are the following: Can Latinos effectively participate in at-large election systems, and under what circumstances? Do single member districts result in

increased participation and success by Latino voters? Can registration laws be formulated that will facilitate Latino voter registration while not opening the system to fraudulent voting behavior?

Research to develop a baseline mapping of Latino communal/organizational activity, including information on types of organization efforts and their effect on Latino political behavior, and the development of a framework for analyzing Latino communal activities.

The collective efforts of a group to improve its status in society, to articulate its interests, and to effect social change are critical components of that group's interactive relationship with the political system. Thus, Latino communal/organizational activity is a fundamental and integral part of Latino attempts to influence the political system.

Moving toward an understanding of how organizational activity figures into Latino politics addresses the question of empowerment. That is, research efforts in this area should, in the end, shed light on how to strengthen Latino mediating structures -- formal organizations and other groups -- making them significant and important mechanisms for enhancing Latino political interests.

Research on the Latino community's political participation, their policy orientations, and sources of political information.

Many localized studies have been conducted on various aspects of Latino political participation, beliefs and attitudes. There are significant problems in comparing the findings of these studies. The proposed research effort should examine the political attitudes and behavior of different Latino groups in different areas with the purposes of (1) describing differences among these subgroups, (2) making comparisons with national opinion data or surveys of majority group political participation, (3) drawing conclusions about correlates of Latino political attitudes and behavior, and (4) comparing the political opinions of the Latino electorate with those of persons in leadership positions.

Research assessing the accountability of elected and appointed officials to the Latino community and its needs.

Despite a growing number of Latinos in elected and appointed offices, problems in the accountability of both Latino and non-Latino officials to their constituents are almost universal for Latino communities. Why this is so has not been clearly and systematically explored. We do not know the extent to which this situation is principally the result of biases in existing political structures outside of Latino communities or some characteristics of Latino communities and the manner in which they are organized.

The Task Force suggests that research on accountability of elected and appointed officials to the Latino community be undertaken both at the national and local levels. There is a particular need for state-level accountability data, given "new federalism" initiatives.

Systematic and ongoing research on the issue priorities of Latino elites, including elected and appointed officials and community opinion leaders, and the communication networks and strategies utilized to achieve their objectives.

In view of the rapid and recent success of Latinos in political endeavors across the United States, this topic is in dire need of basic, substantial, descriptive material as well as more analytical and conceptually advanced efforts. More specifically, very little is known about how Latino elites define the issues of greatest concern to them and their presumed constituencies. There are at least two related but distinctive dimensions of this question which merit research. These are: 1) How do Latino and non-Latino elites define and rank the issues of concern to the Latino community and to society generally? and 2) With whom do Latino elites interact as they define salient issues and attempt to address them, and what strategies do they employ as they deal with these issues?

Phase II Research Priorities

In addition to the major data gathering efforts and initial basic research activities recommended above, numerous other research questions and issues merit

attention. These were grouped into a second phase, longer-term part of the research agenda. Topics include: the role of the family and the schools in influencing Hispanic political participation; in-depth studies on how Hispanics influence policy and become participants in policy-making environments and settings, such as political campaigns; studies on the role played by non-Hispanic elites in shaping Hispanic involvement in political processes; and examinations of the extent and character of Hispanic participation in political party delegate selection processes, in party decision-making and in party primaries, among others.

III. SUMMARY AND CONCLUSION

The Task Force reports espouse several common themes: one is clearly the dearth of policy research concerning the Hispanic population and the relationship of research to the population's well-being. In our information society, data often form the basis for developing new legislation or executive policy, or revising current policies and programs at all three levels of government: national, state, and local. Because many Hispanics are disadvantaged, the relative lack of public policy-related information and analysis is particularly acute with respect to identifying and measuring their socioeconomic problems and progress and demonstrating, where appropriate, a need for new or expanded policies, programs and services. For funded programs, allocation formulas, particularly, but not exclusively, federal, are often based on a demonstrated need for services. If data remain inadequate, so, too, does the response to Hispanic needs. For example, Hispanic undercounts in pre-1980 decennial censuses negatively affected allocation formulas for many federal categorical programs leaving Hispanics underserved.

In addition to the value of data for defining policy responses and targeting resources, local groups require needs assessments at the community level as a basis for priority setting and program development. Similarly, evaluative program data are needed to assure that the services provided to Hispanics are effective. Other areas also have gaps. For example, data are needed to assess the progress of Hispanics trying to enter the political mainstream and on the factors that help or hinder Hispanic political participation. Little, too, is known of the impact of new Hispanic immigrants on the economic well-being of Hispanics and non-Hispanics already here or of the net benefit or costs of their presence in the economy as a whole. In short, Hispanic-focused research, both basic and applied, is critically important to Hispanic communities as it is to the nation as a whole as it seeks to adjust to a growing Hispanic population.

Other common concerns expressed by the Task Forces follow.

Hispanic and Country of Origin Identifiers

Though the "Roybal Amendment" (P.L. 94-311), enacted more than six years ago, requires federal agencies to collect data on Hispanics as a separate ethnic category, many federal agencies and other researchers still do not provide a separate "Hispanic" category when collecting or presenting aggregate data sets on minorities. Hispanics may be included as "whites" or "others," with blacks the only minority separately reported. In the past several years, this problem has decreased. Hispanics have been oversampled in some major national surveys, and the 1980 Census is the first to provide data on Hispanic descent for all Americans. This trend should be encouraged, and funders and researchers are urged to identify Hispanics separately in minority studies wherever possible.

A more common problem is the absence in large data bases of both the necessary categories and the sample sizes needed for separate presentation of the major Hispanic country-of-origin groups -- Mexican Americans, Puerto Ricans, Cubans, and Central and South Americans -- despite significant differences among these groups. In addition, there is a dearth of comparative research that explores and illuminates inter-group differences within the Hispanic community for policymaking purposes. There is, in short, an inclination among researchers to lump the distinct national origin groups into an artificially homogenous whole. Therefore, the Task Forces stress the importance of research approaches that disaggregate Hispanics according to national origin, and urge comparative research wherever appropriate and feasible.

Greater Access and Dissemination

Even when good research is carried out, often the data are not adequately analyzed or disseminated. In large, aggregate data sets, including the Census,

Hispanic data can remain virtually unused, unless researchers can obtain the original data, usually in the form of computer file tapes, for new analysis. This usually requires access to mainframe computers and other resources. Therefore, many natural users of such research such as Hispanic social scientists outside major research universities, and service providers at the community-level, are denied access to useful information. Funders are urged to support innovative access projects that would help overcome these obstacles.

An additional problem is one of dissemination. Many of the most valuable studies of Hispanic communities and programs are not adequately disseminated either within or outside these communities. For example, a study of an effective program in community development, usually is seen only by the funding source, with little likelihood of it being shared with other groups and organizations which might benefit from its findings. Through such dissemination failures, Hispanic communities lose the opportunity to profit from and build upon each other's experiences. Furthermore, because most fully documented research is done in universities and disseminated primarily through academic journals, it may never reach non-academic policymakers, opinion leaders and practitioners. Compounding these problems are reductions in federal funding for research and technical assistance which have contributed to breakdowns in previously operational information-sharing systems and informal networks. National and regional Hispanic organizations with strong networks find it increasingly difficult to obtain funding for dissemination, and local groups affiliated with them are asked less often to provide their research for national distribution. Therefore, the Task Forces recommend support for research and information clearinghouses to collect and distribute important research studies and findings to both analysts and practitioners.

The Focus of Research

In attempting to understand why Hispanics fare less well in a variety of areas -- such as education, employment, community development, and politics -- than the average American, researchers have generally looked to group characteristics such as language, socioeconomic status, and cultural values and mores for their explanatory factors or variables. Such characteristics are easy to measure and intuitively appealing in explaining the relative success or failure of any group in "making it." However, more difficult to measure institutional and contextual factors also can play an important part in determining group outcomes. The role and structure of changing regional labor markets, for example, can help determine employment outcomes. Schools play an important, if difficult-to-measure role, in determining educational success, particularly for language minorities. Resource allocation decisions made outside the Hispanic community help determine whether community development is an option for Hispanic barrios. And, the structure of election districts can determine whether Hispanics can elect officials who represent their interests or whether Hispanic voting is an exercise in futility. However, researchers have generally overlooked the examination of institutional structures as potential barriers to socioeconomic and political success and the complex relationship between institutions and individuals in determining such outcomes. Funders are therefore urged to support research that examines the role and impact of institutional characteristics and practices on Hispanics' well-being and that attempts the difficult challenge of "marrying" institutional analyses with more traditional analyses of group or individual characteristics.

Support for Hispanic Researchers and Institutions

Since Hispanics remain underrepresented as graduate students, as Ph.D. researchers, and as faculty and staff of institutions of higher education, the cadre of individuals most likely to focus on Hispanic research remains small. This

problem is related to the lack of funding for Hispanic researchers in both Hispanic and non-Hispanic institutions. Frequently, funding agencies direct their support to non-minorities to carry out research on minority-related questions overlooking talented minority researchers familiar with the issues and eager for the opportunity to study them.

Because there remains a continuing need to develop and support a policy research capacity within the Hispanic community, the Task Forces urge funders considering support for research on Hispanic concerns and related topics to give priority to supporting Hispanic researchers to carry out this work. Such support could be provided through Hispanic institutions, in partnerships between Hispanic and non-Hispanic research organizations, or by supporting Hispanics within mainstream institutions.

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John Bereccochea, Social Issues Research Associates
Velia Garcia, Center for the Study of Race, Crime, and Social Policy
Patricia Morgan, University of California, Berkeley

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Task Force on Employment and Economic Well-Being

Hispanic Business Enterprise and Entrepreneurship

Leo Estrada, UCLA
Luis Aranda, Arizona State University
Eileen Aranda, Arizona State University
Steve Happell, Arizona State University
William Flewellyn, Small Buiness Development Center
Antonio Furino, University of Texas at San Antonio

Immigrant Labor

Leo Estrada, UCLA
Saskia Sassen-Koob, CUNY
Rebecca Morales, UCLA
Robert Bach, State University of New York at Binghamton
Gil Cardenes, University of Texas at Austin
Rudolfo de la Garza, University of Texas at Austin

Training and CETA

Leo Estrada, UCLA
Fred Romero, Department of Labor
Carol Jusenius, National Commission on Employment Policy
Roger Granados, La Cooperativa
Sue Berryman, Rand Corporation
Henry Santiesteven, Santiestevan and Associates
Tony Gomes, SER-Jobs for Progress

Labor Market Discrimination and Statistical Data Needs

Leo Estrada, UCLA
Marta Tienda, University of Wisconsin at Madison
Carol Jusenius, National Commission for Employment Policy
Robert Bach, State University of New York at Binghamton
Richard Santos, University of Texas at Austin
George Borjas, University of California at Santa Barbara
Marc Rosenblum, EEOC

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Task Force on Education

George Aguirre, George Aguirre and Associates
(Science Education)

Mario Anglada, Aspira of America
(Higher Education)

Steven Arvizu, California State University - Sacramento
(Anthropology)

Jose Bracamonte, University of Houston Law Center
(Immigration)

Edward de Avila, Stanford University
(Cognitive Psychology)

Richard Duran, ETS
(Language Acquisition)

Mary Galvan, Independent Consultant
(Vocational Educaion)

Nicolas Kanellos, University of Houston Spanish Department
(Latino Publishing)

Arturo Madrid, Independent Consultant
(Faculty Development)

Edward Marquez, LULAC Educational Service Centers
(Higher Education)

Michael Olivas also convened a small group of Hispanic attorneys and law professors, to solicit their advice on legal issues facing Hispanics in education. This group met for 2 days in December, 1982, hosted by the University of New Mexico Law School. The group reviewed Task Force criteria and recommendations, and offered several suggestions incorporated into the report. The participants included:

Richard Delgado, UCLA Law School
Linda Flores, Council on Legal Education Opportunity
Miguel Mendez, Stanford Law School
Jose Martinez, University of New Mexico Law School
Victoria Palacios, University of Utah Law School
Leo Romero, University of New Mexico Law School
Luis Stelzner, University of New Mexico Law School

CRITERIA FOR IDENTIFYING HIGH PRIORITY RESEARCH TOPICS

The following criteria were adopted by the Task Force on Community Development and Social Services for use in identifying high priority research topics for recommendation to the Ford Foundation. While no specific priority order was given to the criteria, those listed first were considered particularly important by the Task Force members.

The criteria are listed below, along with explanations and examples to clarify their meaning and intent. Many of the topics used as examples meet most of the stated criteria; topics are used as examples where their relevance to a particular criterion is especially clear or striking.

Criteria include the following:

1. Value to Hispanic Community

   Explanation: The topic would yield information of significant value to Hispanic leaders, decision-makers, and community-based organization representatives in the design and implementation of programs to meet Hispanic community needs.

   Examples: - Assessment and documentation of effective models for providing mental health services to Hispanics.

   - An analysis of personal and institutional factors affecting the establishment, survival, and growth of Hispanic-owned businesses.

2. Policy Implications

   Explanation: The topic would yield information which would contribute to policy decision at the national, regional, state, or local level which would benefit Hispanics.

   Examples: - The present and future impact on Hispanics of the decreasing federal role in provision of low and moderate income housing.

   - An analysis of the effects of proposed state workfare programs on Hispanic job opportunities, poverty status, and family life.

3 Partnership Potential

   Explanation: The topic would benefit from joint research and/or policy analysis efforts involving national Hispanic organizations, research institutions, and community-based organizations.

   Examples: - Area case studies and a national analysis of the effects on various Hispanic subgroups of population and industrial migration from the Frost Belt to the Sun Belt.

   - Assessment and documentation of effective substance abuse treatment models for Hispanics.

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4. Understanding of Diversity and Commonalities

Explanation: The topic would contribution to an understanding of the subgroup and geographical differences among Hispanics, and of the commonalities and similarities among Hispanics regardless of subgroup or region.

Examples:
- Area case studies and a national analysis of the effects on various Hispanic subgroups of population and industrial migration from the Frost Belt to the Sun Belt.
- Identification and analysis of the health needs of various Hispanic subgroups and special Hispanic populations, including migrants and the elderly.

3. Information Gap

Explanation: The study is needed because of a serious gap in Hispanic-focused research and analysis in this topic area, resulting in a lack of valid and reliable information on Hispanics.

Examples:
- An analysis of personal and institutional factors affecting the establishment, survival, and growth of Hispanic-owned businesses.
- An analysis of factors affecting Hispanic participation in income and in-kind assistance programs.

6. Timeliness

Explanation: The results of research on the topic would become available at a time of significant national, state, or local debate or decision-making on the issue.

Examples:
- An analysis of undocumented workers and social services: needs, participation, costs, and community impact (would be timely if results were available now, while national immigration legislation is being debated in the Congress).
- An analysis of the effects of state workfare programs on Hispanic job opportunities, poverty status, and family life (would be timely now, when workfare programs are being implemented in several states).

7. Feasibility/Affordability

Explanation: The topic could be studied without the need for a major, high-cost national data collection effort; thus the study is affordable from a private funding source perspective. The topic may be affordable because it uses existing statistical data bases, involves a case study or local approach, or because it uses another methodology involving moderate costs.

CRITERIA FOR IDENTIFYING
HIGH PRIORITY RESEARCH TOPICS

7. Feasibility/Affordability (continued)

Examples: - Identification and analysis of effective substance abuse treatment models for Hispanics.

- An analysis of relative participation rates of Hispanics and other racial/ethnic groups in various income and in-kind assistance programs (through use of existing client data bases).

8. Need for Hispanic-Emphasis Study

Explanation: The topic would generate information which could not be supplied through a general (non Hispanic-focused) study of the same subject area; or a special study is needed because no general study of the subject area is likely to be carried out in the appropriate geographic locations.

Examples: - Identification of culturally sensitive models for meeting urban and rural Hispanic housing needs.

- Area case studies and a national analysis of the effects on various Hispanic subgroups of population and industrial migration from the Frost Belt to the Sun Belt.

9. Need for Private Resources

Explanation: A study in the topic area is unlikely to be funded from a public source in the foreseeable future, and thus research probably will not occur unless private funding is made available to support it.

Examples: - An analysis of the effects of state workfare programs on Hispanic job opportunities, poverty status, and family life (would be timely now, when workfare programs are being implemented in several states).

- Analysis of the impact of block grants upon Hispanic access to health, mental health, and substance abuse services.